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THE PEOPLE OF BERKELEY -

A POLICY

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UNIVERSITY OF CALIFORNIA

Housing Committee of the Planning Commission

August 1974

Pop.

Berkeley

C O N T E N T S

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INTRODUCTION

This document contains a set of policies which describe the official position of the City of Berkeley towards its residents. Some of the policies apply to all the people, others deal with subsets of the population.

Why a Population Policy

A City Council approved population policy will:

- Produce a policy framework for planning. At the onset of a complete revision of the Master Plan, the population policy will provide an orientation as well as a direction for planning.
- Provide a policy framework for decision makers, planners, program developers, and project implementers. Such a policy framework may be used to measure the social impact of proposals such as housing rehabilitation, housing conservation, housing discrimination, University-related housing, etc.
- Make explicit the implicit population policies in many public actions. Thus, while decisions about housing, zoning and schools affect the City's population by affecting who can or who wants to live in a community, the population policy does the reverse - makes decisions about people which will in turn affect housing, zoning and schools.
- Make clear the intended intervention in current population trends in order to encourage trends which are desirable and modify or halt **those** which are not desirable.
- Establish that Berkeley does not intend that market forces shall be the single determinant of who can live in Berkeley. In the past, the determination of population mix has been the market place, with people viewed only as the "demand" side of "supply and demand"; and,

with very little attention given to the needs of the various components of the population.

- Work towards establishing an optimal relationship between Berkeley's people and the resources of the community.
- Clarify for regional planners, such as ABAG, what Berkeley's view of its own population expectations is, thus contributing to regional plan development.

Current Setting

Over the last quarter century, the total number of persons (114,000) who live in Berkeley has not changed. However, this apparently static population has undergone some drastic changes:

- Berkeleyans generally are not affluent. Two-thirds of the households have been classified as "low to moderate" income households. More than twenty percent of the households are in poverty.
- The student population at U.C. Berkeley who live in Berkeley has increased by about 5,000 persons. Furthermore, the students were the focus of some major political and ideological struggles resulting in a greatly intensified political orientation and participation in Berkeley's affairs.
- The White population, exclusive of students at UCB, decreased in size by over 10,000 persons. Despite this net decrease, White adults between twenty and thirty years of age increased by at least 7,000 persons. These young adults are indistinguishable from the student population and have become a part of the University culture. New life styles have emerged, as have new institutions supportive of this new population group.

- The Black population has substantially increased in numbers. They remain segregated, occupying the same South and West Berkeley areas. Increase in numbers has been accompanied by successful political accomplishments - e.g. the City Council has a Black majority despite a minority proportion of Blacks in Berkeley.

- The other minority groups have also increased substantially in size. The Asian group collectively represent the third largest ethnic group. They appear on the verge of heightened participation and involvement in Berkeley's political life. The Spanish heritage group, on the contrary, does not appear to have an effective local political voice.

Reflecting this internal shift in population, the traditionally dominant political forces in the city have lost influence -- there has been a shift in focus from physical development to social issues and public and social services; there is insistence on greater local control at the neighborhood level rather than city-wide planning; there is much greater participation in decision making both in neighborhoods and city wide.

A city policy on its people will assure that neighborhood decision-making will be in a context that benefits the city as a whole and will not be exclusionary or parochial.

This first attempt to have policies on the people themselves recognizes their diversity, their differing needs, their human rights and their right to participate in and influence decisions which affect their lives. It is hoped that from these policies will develop the tools to shape the future of Berkeley and Berkeley neighborhoods; to aid every individual resident to achieve a happy life.

POLICIES

A. Population Size and Environmental Quality

1. Growth/No Growth

THE GROWTH-NO GROWTH POLICY IS PRIMARILY CONCERNED THAT THERE BE GROWTH IN THE QUALITY OF SERVICES, PROGRAMS AND ENVIRONMENTAL CONDITIONS WHICH SERVE THE PEOPLE AND IMPROVES THEIR WELL BEING RATHER THAN FOCUSING ON THE ABSOLUTE INCREASE OR DECREASE IN THE TOTAL NUMBER OF PEOPLE IN BERKELEY.

Comments:

- Past experience has shown that Berkeley's total population will probably not vary appreciably from its present maximum.
- Berkeley is a fully developed City with relatively little vacant land.
- Within the next ten years, the conversion of the vacant land into developed residential areas will not appreciably affect the total number of persons residing in the City.
- Berkeley's primary concern "well being like "quality of life" is subjective and lends itself to individual interpretation. Contributing to "well being" are such elements as: Green and open spaces, improved public transportation, reduced auto use, bike and pedestrian trails connecting neighborhood centers and parks, neighborhood service facilities, increased job opportunities, adequate housing, lowered density, etc.
- While the total Berkeley population has remained constant, several neighborhoods have suffered from increased density. This issue is addressed in policy #2.

POLICIES

A. Population Size and Environmental Quality

2. Neighborhoods and Density

a. THE ENVIRONMENTAL FOCUS FOR THE POPULATION IS THE NEIGHBORHOOD.

BERKELEY SHALL WORK TOWARD DIMINISHING DENSITIES IN THOSE NEIGHBORHOODS WHICH SHOW AN IMBALANCE IN ORDER THAT ALL BERKELEYANS SHALL HAVE THE OPPORTUNITY TO LIVE IN UNCONGESTED AREAS.

b. BERKELEY SHALL ENLARGE AND STRENGTHEN THE ROLE OF THE NEIGHBORHOOD IN DEVELOPMENT DECISIONS, AND COOPERATIVELY ENHANCE THOSE NEIGHBORHOOD QUALITIES MOST SOUGHT AFTER BY THE RESIDENTS.

Comments:

- The Housing Survey of 1973 showed that the qualities most important to Berkeleyans were: Neighborhood appearance; convenience to shopping, school, work, public transit, parks and recreation and medical services; and most importantly SAFETY.
- The Housing Survey of 1973 showed a major concern with density in those areas with high intensity of residential development.
- Requests from neighborhoods for reclassification to a lesser density zone have increased.
- The 1973 Neighborhood Preservation Ordinance mandated that the City administration revise the Master Plan with neighborhood participation in development decisions.

POLICIES

A. Population Size and Environmental Quality

3. Employment and Residency

WHENEVER POSSIBLE, THE RESIDENT POPULATION AND THE WORK/STUDENT POPULATION SHOULD BE COTERMINOUS. TO ACHIEVE THIS END, BERKELEY SHOULD: (1) ESTABLISH CITY EMPLOYMENT PRACTICES WHICH MAKE MORE JOBS AVAILABLE FOR CITY RESIDENTS AND ENCOURAGE WORK AND RESIDENCE WITHIN THE CITY; (2) URGE OTHER PUBLIC INSTITUTIONS WITHIN BERKELEY SUCH AS THE UNIVERSITY TO ESTABLISH SUCH EMPLOYMENT PRACTICES; (3) IT IS PARTICULARLY IMPORTANT THAT TOP STAFF MEMBERS OF THE CITY OF BERKELEY LIVE WITHIN THE CITY; (4) ESTABLISH POLICIES ON LAND USE, HOUSING AND TRANSPORTATION WHICH WILL MAKE IT MORE ATTRACTIVE FOR COMMERCE AND INDUSTRY, WHICH PROVIDE LOCAL JOBS, WITHOUT ENCROACHING UPON OR DEMOLISHING EXISTING RESIDENCES.

Comments:

- More jobs are needed if work and residence are to be coterminous.
- A large discrepancy between the day and night population means a large waste of energy and high social and economic cost.
- Unnecessarily high commuting patterns contribute significantly to the loss of environmental quality through noise, traffic danger, air pollution, etc.
- A greater proportion of the population commutes to Berkeley to work than leaves the City to work elsewhere.
- Many Berkeley jobs which could go to residents do not.

POLICIES

B. Diversity and Integration

1. Diversity

THE MAINTENANCE OF A RACIALLY, ECONOMICALLY AND CHRONOLOGICALLY DIVERSE POPULATION COMMITTED TO SOCIAL JUSTICE IS A PRIMARY BASIS OF THE POPULATION POLICY.

Comments:

- Social justice means going beyond a position of apparent equal opportunity which is not real because of the initial handicaps of the disadvantaged.
- Berkeley's present population includes a substantial number of young persons, large numbers of older persons of all races, families with children, group living, and experimental life styles. It also includes a wide range of income levels.

POLICIES

B. Diversity and Integration

2. Segregation

BERKELEY OPPOSES ENFORCED SEGREGATED HOUSING PATTERNS AND SUPPORTS THE RIGHT OF ALL PEOPLE TO LIVE IN NEIGHBORHOODS OF THEIR CHOICE. POLICIES ON LAND USE, NEW CONSTRUCTION AND REHABILITATION, LOCATION OF PUBLIC SERVICES, HOUSING SUBSIDIES, AND ANY MUNICIPAL CONTROLS ON HOUSING COSTS SHOULD PROMOTE RACIAL AND ECONOMIC INTEGRATION OF BERKELEY S NEIGHBORHOODS.

Comments:

- Berkeley is, and has been, a highly segregated City:

95% of the Black town population lives in the flatlands with almost two-thirds in South and West Berkeley;

The Asian populations lives for the most part in a central swath running North and South;

A large portion of persons of Spanish heritage are concentrated in the area West of San Pablo and North of University Avenue;

Three quarters of the White town population is East of Grove Street; and Students are clustered around the University.

Six of the 40 Census tracts are integrated -- areas in N. Central, S. Central, and South Campus.

POLICIES

B. Diversity and Integration

3. Schools

TO INSURE A DIVERSE, BALANCED AND INTEGRATED POPULATION IN THE BERKELEY PUBLIC SCHOOLS AND TO INSURE A CONTINUING COMMITMENT TO QUALITY PUBLIC EDUCATION, A MAJOR PORTION OF THE POPULATION SHOULD CONTINUE TO BE FAMILIES AND OTHER LIVING GROUPS WHICH INCLUDE CHILDREN OF ALL RACES.

Comments:

- The White and Black school age population are close to being equal in number.
- There appears to be a trend of decreasing numbers of White children in the public schools.
- Asians and Spanish heritage children represent significant minorities in the public schools.
- The commitment to quality integrated public schools is generally stronger in families with school age children.
- Inner core cities have suffered deterioration of the school system while simultaneously experiencing a substantial decrease in the number of White families with children.
- Over 50,000 persons in Berkeley live either in group quarters or in households composed of unrelated individuals.

B. Diversity and Integration

4. Population Groups

a. Special Needs

1. The Elderly

THE CITY WILL ATTEMPT TO PROVIDE FOR THE SPECIAL NEEDS OF THE ELDERLY, ESPECIALLY IN THE AREAS OF HOUSING, PUBLIC SAFETY AND CONVENIENCE, HEALTH CARE AND TRANSPORTATION. BERKELEY WILL DEVELOP ALTERNATIVE TECHNIQUES FOR THE PROVISION OF NEEDED SERVICES WITH PARTICIPATION BY THE ELDERLY, WHILE ALSO UTILIZING THE LARGER INSTITUTIONAL CARE FACILITIES. WHERE AGE, LOW INCOME AND LANGUAGE BARRIERS ARE COMBINED, BERKELEY ESTABLISHES THE PRIORITY OF THIS GROUP FOR ANY ASSISTANCE PROGRAMS TO BE DEVELOPED. REGULATIONS PERMITTING SMALL UNITS FOR THE ELDERLY SHOULD BE DEVELOPED IN ALL RESIDENTIAL DISTRICTS SO THAT THIS GROUP MAY HAVE THE OPTION OF REMAINING IN THEIR PRESENT HOME OR IN A FAMILIAR NEIGHBORHOOD WITHOUT THE NECESSITY OF MAINTAINING A LARGE FAMILY TYPE HOME. REGULATIONS ENCOURAGING SMALL SCALE RESIDENTIAL GROUPS OF ELDERLY IN EXISTING HOUSING SHOULD BE DEVELOPED.

Comments:

The elderly are a substantial portion (15%) of the City's population -- a characteristic of a core city. The elderly's problems are compounded because of their reduced energy, mobility and resources: they cannot compete for jobs; they experience increasing isolation with age; they experience accentuated feelings of insecurity and of being uprooted when faced with the

need to move; when concentrated into large complexes they experience many of the advantages and disadvantages of a homogeneous population; they have difficulty adjusting to new life styles in culturally changing neighborhoods; their fears for their safety mount. The elderly are often low income.

The majority of the elderly live scattered throughout the community -- often in family-type housing which they have occupied for many years. Many of these persons need a style of housing which is non-existent or in short supply -- non-institutional housing in familiar neighborhoods which is small in scale and has easy access to services.

B. Diversity and Integration

4. Population Groups

a. Special Needs

2. Low Income

BERKELEY RECOGNIZES THE RESPONSIBILITY FOR ASSISTING THOSE IN GREATEST NEED -- PEOPLE OF LOW INCOME. IT THEREFORE SUPPORTS THOSE PROPOSALS WHICH ARE ORIENTED TO THE NEEDS OF THESE PEOPLE. THUS, HOUSING ASSISTANCE SHALL BE DEVELOPED BOTH AROUND PEOPLE'S NEEDS AND BUILDINGS, WITH EMPHASIS UPON THE FORMER. A HOUSING CONSERVATION EFFORT SHALL BE GEARED PRIMARILY TOWARD ASSISTING LOW INCOME PEOPLE. LOW INCOME PEOPLE SHALL BE REPRESENTED AND PARTICIPATE IN PLANNING IN ORDER TO KEEP IN THE FOREFRONT THE NEED TO PROVIDE INCREASED SERVICES TO THE POOR IN THE AREAS OF HEALTH, SOCIAL SERVICES, EDUCATION, JOB OPPORTUNITIES, TRANSPORTATION AND HOUSING.

Comments:

Berkeley as part of the urban core, has many low income persons. Accompanying low income are often poor education, few marketable skills, poor housing conditions and poor health. A significant number of credentialed persons are also unemployed and underemployed. The low income have had the greatest need and generally have been the most neglected.

In the past, housing programs to assist the low income persons have been oriented around the structures rather than the low income people. For instance, mortgage rates for the landlord would be reduced so that

they could reduce rents. For instance, code enforcement programs insisted on correcting all violations regardless of their impact on the low income people, and treated the housing codes as being equally important, the hazardous as well as the convenience elements of the housing code. It is important to change this orientation from the structure to low income people in developing programs.

B. Diversity and Integration

4. Population Groups

a. Special Needs

3. The Disabled

THE DISABLED ARE A LONG NEGLECTED GROUP IN SOCIETY. BERKELEY RECOGNIZES THIS NEGLECT, AND SUPPORTS A PROGRAM, WITH PARTICIPATION BY THE DISABLED, DIRECTED TOWARDS SOLVING THE SPECIAL PROBLEMS OF THIS GROUP. THIS PROGRAM SHOULD ELIMINATE BARRIERS AND INCLUDE THE NECESSARY ARCHITECTURAL FEATURES FOR HOUSING LOCATED AT APPROPRIATE SITES THROUGHOUT THE CITY; A SPECIAL TRANSPORTATION PROGRAM; "HALF-WAY" HOUSES AT APPROPRIATE SITES THROUGHOUT THE CITY; AND GREATER JOB OPPORTUNITIES.

Comments:

- There are more than 20,000 disabled persons in the East Bay including the blind, the deaf and those with a wide range of disabilities.
- Most disabled persons are also low income.
- Berkeley is relatively unthreatening to the disabled, and is becoming a center of activity by this group.
- Some of the requirements of this group include: close shopping and transportation; more space in their housing units because of wheelchairs; accessible or adaptable structures; appropriate medical services; special transportation vans; greater employment opportunities; and especially to be treated as people who have the same aspirations, desires, and feelings as the rest of the population.
- State laws on the disabled pertain to their mobility, accessibility and equal rights to public facilities.

B. Diversity and Integration

4. Population Groups

b. Ethnic Groups

1. White Families

BERKELEY RECOGNIZES THAT A BASIC CORE OF WHITE FAMILIES WITH CHILDREN IS NECESSARY NOT ONLY AS A PART OF THE CONTINUED POPULATION MIX, BUT ALSO TO PROVIDE A DEGREE OF CONTINUITY AND STABILITY TO THE POPULATION. BERKELEY THEREFORE SUPPORTS THOSE EFFORTS TO PROVIDE SERVICES AND SECURITY, OF BENEFIT TO THE TOTAL COMMUNITY WHICH WILL ENCOURAGE THE CONTINUED EXISTENCE OF THIS POPULATION GROUP. THESE EFFORTS SHOULD INCLUDE: COST STABILITY TO OWNERS AND RENTERS, INCREASED SERVICES SUCH AS HEALTH AND CHILD CARE, COMMUNITY AND RECREATIONAL FACILITIES, PUBLIC TRANSPORTATION, EXCELLENCE OF THE EDUCATIONAL SYSTEM, AND PROTECTION FOR NEIGHBORHOODS.

Comments:

- The largest population group attracted to Berkeley has always been white, families.
- There has been a substantial decline in numbers of this group in the last ten years.
- Almost 10% of the entire city population indicated they would leave Berkeley if their income increased.
- Some of the reasons expressed for discontent with Berkeley include in order of frequency: high costs and taxes, dislike of radicals/transients; crime; pollution, race prejudice and stray dogs.

B. Diversity and Integration

4. Population Groups

b. Ethnic Groups

2. Black

BERKELEY RECOGNIZES THAT THE BLACK POPULATION HAS SUFFERED FROM YEARS OF DISCRIMINATORY PRACTICES IN ALL SPHERES OF ACTIVITY. ACCORDINGLY HIGH PRIORITY IS MANDATED FOR EQUALIZING OPPORTUNITY FOR BLACKS IN ALL FACETS OF LIFE. TO ACHIEVE THIS, PROGRAMS SHALL BE INSTITUTED, AS A MINIMUM IN THE PUBLIC SECTOR, WITH A COMMITMENT TO EXPAND OPPORTUNITIES BOTH IN THE PUBLIC AND PRIVATE SECTOR. SUCH PROGRAMS SHALL INCLUDE: AN AGGRESSIVE AFFIRMATIVE ACTION POLICY IN EMPLOYMENT; SERVICE CONTRACTS; & SUPPLIER CONTRACTS; HOUSING DESEGREGATION AND CONSERVATION; HEALTH SERVICE DELIVERY SYSTEMS; AND PERSONAL SERVICES.

Comments:

- The Black population represents approximately 28 percent of the non-student people in Berkeley.
- The Black population increased substantially between 1950 and 1970 -- 11,000 between 1950 and 1960, and 5000 between 1960 and 1970.
- Some of the reasons advanced for this increase are: the relocation of World War II plants and closing of shipyards after the war; the demolition of large numbers of low cost public housing in the Richmond area; the demolitions in Oakland as a result of Urban Renewal and freeway construction.

- The Black population is concentrated in Berkeley's flatlands, especially South and West Berkeley.

- The vast majority of the leased housing units are located in South and West Berkeley.

- Many of the poverty and low income families are Blacks.

- The Housing Survey showed that 10 percent of the Black households indicated they were discriminated against because of race compared to one percent of the white households.

B. Diversity and Integration

4. Population Groups

b. Ethnic Groups

3. Asian

THE ASIAN POPULATION IS A SUBSTANTIAL MINORITY IN BERKELEY. BERKELEY SUPPORTS THE EMERGENCE OF THIS GROUP INTO THE SOCIAL AND POLITICAL ARENA. IN RECOGNITION OF THE PAST ABUSE AND NEGLECT OF THIS POPULATION GROUP, BERKELEY SUPPORTS SUCH PROGRAMS AS: STUDY OF ASIAN NEEDS BY ASIANS; AFFIRMATIVE ACTION IN EMPLOYMENT; ASSISTANCE IN HOUSING PROGRAMS; LANGUAGE SUPPORT AT STRATEGIC PLACES; REPRESENTATION ON BOARDS AND COMMISSIONS; CULTURAL ASSISTANCE ESPECIALLY FOR THE ELDERLY.

Comments:

- Asian, as used in this document, refers to those people whose ethnic origins are from any and all parts of Asia and who consider themselves Asians.
- Japanese Americans were forcibly removed from their homes during World War II.
- While not a direct port of entry from Asian countries, Berkeley nevertheless receives her share of new arrivals who need special help.
- Data on Asians are limited. The Census does not have separate statistics.
- The Asian population, especially the Chinese and Filipino, increased substantially between 1960 and 1970.
- There is a very large young adult Asian population with a heavy female majority.

B. Diversity and Integration

4. Population Groups

b. Ethnic Groups

4. Chicano/Spanish Heritage

The Spanish Heritage population is a substantial minority in Berkeley. Berkeley supports the emergence of this group into the social and political arena. Berkeley supports such programs as: study of Chicano needs by Chicanos; affirmative action in employment; assistance in housing programs; language support at strategic places; representation on boards and commissions; cultural assistance especially for the elderly.

Comments:

- The Spanish Heritage population makes up about 5½% of the total town population. The age and sex distribution shows a large number of very young, a disproportionate number of male young adults and very few middle aged and elderly. Spanish heritage people make up almost 10% of the 0-4 year age group but only 1.5% of the very old. The Spanish Heritage population increased by over 2,500 persons between 1960 and 1970, a 76% increase.

B. Diversity and Integration

4. Population Groups

c. Other

1. Students

BERKELEY IS A UNIVERSITY CITY AND RECOGNIZES ITS RESPONSIBILITY TOWARD THE UNIVERSITY POPULATION, ESPECIALLY THE MORE THAN 20,000 RESIDENT STUDENTS. BERKELEY IS AWARE OF THE SEVERE DISLOCATIONS AND SPECIAL HOUSING PROBLEMS THE STUDENTS HAVE UNDERGONE IN THE RECENT PAST AND WHICH CONTINUE INTO THE PRESENT. SOLUTIONS TO THESE URGENT PROBLEMS SHOULD INVOLVE DIRECT PARTICIPATION BY THE STUDENTS AND SHOULD INCLUDE: APPROPRIATE RENTS, EFFORTS TO ELIMINATE DISCRIMINATION AGAINST STUDENTS AND TO PROVIDE PART TIME STUDENT EMPLOYMENT, JOINT EXPLORATION OF STUDENT HOUSING WITH THE UNIVERSITY AND EXPANSION OF HOUSING REFERRAL SERVICES.

Comments:

Large changes in residential density surrounding the University occurred in a very short time. This resulted from a large increase in student enrollment, a substantial increase in supporting staff, a high residential zoning and a City code enforcement program all occurring at the same time. This produced some unfortunate residential development as well as creating difficulties for the University population, the students primarily, and to a lesser degree the junior faculty.

B. Diversity & Integration

4. Population Groups

c. Other

2. Single Parents

BERKELEY ACCEPTS THE RESIDENCY OF SUBSTANTIAL NUMBERS OF SINGLE PARENTS WITH CHILDREN, AND RECOGNIZES THE RIGHT OF THIS GROUP TO LIVE IN DIGNITY IN THE CITY. TO UPGRADE THE QUALITY OF LIFE FOR SINGLE PARENTS, THE CITY SHOULD DEVELOP ADEQUATE CHILDCARE SERVICES, PART TIME EMPLOYMENT AND SPECIAL HOUSING SERVICES SUCH AS RENTAL INFORMATION, REFERRALS, LISTINGS, LEGAL ASSISTANCE ON HOUSING MATTERS, PARTICULARLY DISCRIMINATION IN RENTALS. THE NEEDS OF SINGLE MOTHERS ARE PARTICULARLY ACUTE. BERKELEY SHOULD SUPPORT AND WORK WITH WOMEN'S GROUPS ACTIVELY INVOLVED IN DEALING WITH THE CONCERNS OF THE SINGLE MOTHER.

Comments:

- This group constantly varies in size because of additions due to divorce and separation and deletions because of remarriage or regrouping.
- Proper care of young children, including adequate housing, is more difficult to achieve in a single parent household.
- Single mothers have often found extra difficulties in finding suitable rental housing: landlords refuse to rent; many are low income; less mobility in being able to look for suitable housing.
- Berkeley is very attractive to young women as evidenced by the large majority of females over males in the 20 - 29 age group.

B. Diversity and Integration

4. Population Groups

c. Other

3. Group Living

BERKELEY SUPPORTS DIVERSE LIFESTYLES. A HOUSEHOLD'S RIGHT TO DETERMINE ITS MAKE-UP AND BEHAVIOR SHALL BE ABSOLUTE AS LONG AS IT: HONORS ITS OBLIGATIONS TO OWNERS OR LIENHOLDERS; MAINTAINS THE PROPERTY UNDER ITS CONTROL IN REASONABLE CONDITION; RESPECTS THE PRIVACY AND SENSITIVITIES OF ITS NEIGHBORS; AND IS NOT DETRIMENTAL TO THE HEALTH AND WELL-BEING OF ITS MEMBERS. NEW REGULATIONS SHOULD BE DEVELOPED WHICH PROVIDE GREATER FLEXIBILITY IN THE USE OF HOUSING STOCK IN ORDER THAT A BALANCE OF USES OF EXISTING FAMILY-TYPE DWELLINGS IS ACHIEVED, MEETING THE NEEDS OF BOTH CONVENTIONAL AND UNCONVENTIONAL FAMILIES OF ALL INCOMES AND RACES AND THE NEEDS OF THOSE IN GROUP LIVING. NO CITY POLICY OR ORDINANCE SHALL ESTABLISH HOUSING OCCUPANCY STANDARDS BASED SOLELY UPON THE RELATIONSHIPS BY BLOOD OR MARRIAGE OF THE HOUSEHOLD MEMBERS.

Comments:

- Experimentation with changing lifestyles is very popular in Berkeley. Participants in this experimentation include both male and female, the entire age range, families, divorced, separated and single persons.

Comments:

- The definition of family in the current Zoning Ordinance limits the number of unrelated persons living together to five.
- While two single parents each with their own children are not eligible for leased housing a two parent family is eligible.
- The "counterculture" persons, while a portion of those who prefer group living, are not a majority of those in groups.
- The greatest contributors to this group are those between the ages of 20 and 29.
- Retired persons also band together for support in group living arrangements.
- Single parents with children band together for similar reasons.

B. Diversity and Integration

4. Population Groups

c. Other

4. Transients

BERKELEY RECOGNIZES THAT ITS TRANSIENT POPULATION CONTRIBUTES SUBSTANTIALLY TO ITS ECONOMIC AND SOCIAL WELL BEING. BERKELEY ALSO RECOGNIZES THAT A PORTION OF THIS TRANSIENT POPULATION ESPECIALLY YOUNG PEOPLE, ARE INDIGENT AND WITHOUT RESOURCES. REALIZING THAT NO SINGLE MUNICIPALITY HAS BEEN ABLE TO PROVIDE ANY PERMANENT RELIEF TO THE LATTER, BERKELEY WILL PROVIDE HELP IN THE SHORT RUN SUCH AS: SUPPORT THOSE COMMUNITY GROUPS PROVIDING SERVICES, PROVIDE TEMPORARY HOUSING AND COUNSELLING SERVICES.

Comments:

- The visiting tourist, business person, and professional attending a U.C. Berkeley related activity is commonplace and generally is an unrecognized portion of transient population.
- The "streetpeople" are the headline attracting transients. They are in general young, male, unemployable, unskilled and uneducated with many health problems.

B. Diversity and Integration

4. Population Groups

c. Other

5. Affluent Singles and Couples

BERKELEY RECOGNIZES THAT ITS EXCELLENT LOCATION HAS ATTRACTED MORE AFFLUENT UNATTACHED PERSONS AND COUPLES AND ACCEPTS THEM AS PART OF ITS DIVERSIFIED POPULATION. THERE ARE LOCATIONS IN THE CITY WHICH ARE APPROPRIATE FOR ACCOMMODATING THESE PERSONS IN HIGHER PRICED LUXURY DEVELOPMENT. PUBLIC POLICY SHOULD ASSURE THAT THIS KIND OF DEVELOPMENT NEITHER REPLACE NOR RELOCATE THE LESS AFFLUENT AND TRADITIONAL FAMILIES. THE NEEDS OF THIS GROUP CAN BE MET ENTIRELY BY THE PRIVATE MARKET WITHOUT PUBLIC ASSISTANCE.

Comments:

- One of the groups attracted to Berkeley by virtue of its centrality and easy access is comprised of relatively affluent, young, single persons or childless couples. In a developed city such as Berkeley, these households provide a market for expensive homes and apartments and, consequently, pressure for this kind of development. In the absence of policy, most if not all new housing development would be beyond the financial reach of most Berkeleyans.

- The Neighborhood Preservation Ordinance mandates a proportion of units for low and moderate income families for new structures containing four or more units.

- Other municipalities have enacted ordinances mandating a percentage of units to be for low and moderate income families in new Planned Residential zoning districts.

C. Institutional, Commercial and Industrial Growth

1. General

IN ORDER TO PROTECT BERKELEY'S RESIDENT POPULATION, ANY FURTHER INSTITUTIONAL, COMMERCIAL OR INDUSTRIAL GROWTH MUST TAKE PLACE ON LAND NOT NOW USED OR ZONED FOR RESIDENTIAL PURPOSES UNLESS A COMPARABLE AMOUNT OF LAND IS CONVERTED TO RESIDENTIAL USE. ANY EXPANSION OF INSTITUTIONS IN THE PROXIMITY OF THE CAMPUS SHOULD BE DISCOURAGED.

Comments:

- In a fully developed city, such as Berkeley, competition for land use is necessarily high. Whether a park, housing, stores, schools, banks or churches should go on a particular site becomes very difficult when there is little available space. Generally, expansion of one use is obtained at the expense of other worthwhile uses.
- In Berkeley, residential neighborhoods have suffered as a consequence of institutional expansion. Some illustrations of this are: the expansion of Alta Bates Hospital, with concurrent expansion of medical offices in the Bateman neighborhood; the plethora of care facilities, such as convalescent homes, in South Berkeley; the advent of BART has caused disruptions to many residential areas; the expansion of research institutes related to the University into the immediate campus environs.
- Berkeley has some vacant or under-utilized land and buildings in commercial and industrial areas inappropriate for either housing or recreational purposes which should be utilized to provide additional employment. More intensive use of such land would benefit all Berkeleyans without removing any segment of the population.

C. Institutional, Commercial and Industrial Growth

2. Religious

BERKELEY APPRECIATES THE ACTIVITIES OF THE MANY RELIGIOUS INSTITUTIONS AND SERVICE ORGANIZATIONS WHICH MINISTER PRIMARILY TO THE UNIVERSITY AND TRANSIENT POPULATION. BERKELEY URGES THESE INSTITUTIONS TO FURTHER COORDINATE THEIR INDIVIDUAL ACTIVITIES IN THE AREA OF PROGRAMS AND SOCIAL SERVICES AND TO COORDINATE SUCH ACTIVITIES WITH THE CITY ADMINISTRATION.

Comments:

- There are a large number of churches, religious schools and service organizations surrounding the University of California Campus. Over twenty-five percent of the city's churches are located here, as well as rather large interdenominational and denominational seminaries.

- Many of the services provided by the various institutions run along parallel lines.

- Many of the services provided by these institutions are either not provided by the city or are complementary to the city social services.

C. Institutional, Commercial and Industrial Growth

3. The University

BERKELEY CALLS UPON THE UNIVERSITY TO CONSULT WITH THE CITY IF AND WHENEVER THE SIZE AND CHARACTER OF THE UNIVERSITY POPULATION IS TO BE CHANGED. AS THE CITY AND THE UNIVERSITY ARE INTERDEPENDENT AND SHARE A MUTUALITY OF CONCERNS THERE SHOULD BE A BASIC AGREEMENT TO NOT ACT UNILATERALLY IN MATTERS OF IMPORT TO THE OTHER. THE CITY URGES THE UNIVERSITY TO RECOGNIZE ITS RESPONSIBILITY FOR ANY DISLOCATIONS WHICH MAY RESULT FROM CHANGES IN ITS POPULATION AND REQUEST THAT THE UNIVERSITY WORK WITH THE CITY TO PREVENT PROBLEMS, TO SEEK SOLUTIONS WHEN PROBLEMS ARISE INCLUDING FUNDING IF NECESSARY.

Comments:

- There is no facet of Berkeley's life which, to some degree or another is not influenced by the presence of the University.
- The University of California, Berkeley is largely independent of the City and is responsible, through the Board of Regents, to the State Legislature.
- The City in turn has a major impact upon the University through its influence, policies and actions.
- The population size of the University is of legitimate concern to the City. The population size and composition has in the past been set by the University only.
- The University contributes substantially, both directly and indirectly, to the cultural, social and economic well being of Berkeley.
- Better communication and more cooperation between the University and the City would benefit both.

D. Review

IN ORDER TO RESOLVE ANY DEVELOPING CONFLICTS, AND TO ENSURE THAT
BERKELEY'S POLICY WITH RESPECT TO ITS PEOPLE IS CURRENT, THE CITY
COUNCIL ESTABLISHES AN ANNUAL REVIEW OF THE POPULATION POLICY.

GLOSSARY

- Household Membership - All persons occupying a single housing unit are referred to as a household.
- Group Quarters - All persons who are not members of households are regarded as living in group quarters
- Quarters occupied by 5 or more persons unrelated to the head of the household are called group quarters.
- Quarters with no designated head but with 6 or more unrelated persons are also group quarters.
- Institutional quarters occupied by one or more patients or inmates are institutional group quarters.
- Persons in rooming houses
- Persons in military barracks.
- Persons in college dormitories.
- Not included in housing inventory.
- Head of Household - One person in each household who is reported as head.
- Family head - A household head living with one or more persons related to him by blood, marriage or adoption.
- Family Structure:
- Family - 2 or more persons living in the same household who are related by blood, marriage or adoption.
- The number of families does not equal the number of households.
- Unrelated Individuals - Persons not living with relatives, but living in a household entirely alone or with one or more persons not related to him, or living in group quarters (except inmates of institutions).

Primary Individual - Household head living alone or with non-relatives only.

Family Income
Household Income - The combined incomes of all members of each family or household are treated as a single amount.

Unrelated Individuals
Income and for income statistics of persons 14 years and over - The classification is by the amount of their own (individual) total income.

Living Quarters - Housing Units or Group Quarters.

Housing Units - Houses, apartments, groups of room, single rooms

if

(a) occupants eat separately

and

(b) either

(1)

or

(2)

Direct access to the unit from the outside or through a common hall

Complete kitchen facilities for the occupants' exclusive use

e.g.

Living quarters in the back of a shop.

Separate living quarters for staff in institution.

Separate living quarters for staff in dormitories.

Separate living quarters for staff in nursing homes.

Separate living quarters in rooming or boarding houses.

Rooming houses with 4 or less roomers unrelated to the person in charge.

Trailers, Boats, Tents, Railroad Cars, Hotels and Motels occupied by usual residents.

- Contract Rent - Monthly dollar rent asked regardless of furnishings, utilities or services included.
- Gross Rent - Contract rent plus average monthly cost of utilities (water, electricity and gas) and fuels to the extent that these are paid for by the renter in addition to the rent.
- Rent - Income Ratio - Gross rent as % of income.
- Value - The respondent's estimate of how much the property (house and lot) would sell for if it were for sale.
- Mean Value - The sum of the individual values reported, divided by the number of owner-occupied units for which value is shown.
- Tenure - The manner (owner or renter) of occupancy.

A unit is owner occupied if the owner or co-owner lives in the unit, event if it is mortgaged or not fully paid for.

All other occupied units are classified as renter occupied, including units renting for cash and those occupied without payment of cash rent.
- Housing Conservation - The process of upgrading, maintaining and augmenting the existing housing stock through direct or indirect actions of the City, to insure the availability of decent, standard housing in pleasant neighborhoods, for all residents of Berkeley at an affordable cost.
- Neighborhood Preservation Ordinance - An initiative passed overwhelmingly by Berkeley voters mandating a revision of the Master Plan and zoning ordinance, and providing interim building controls for residential development.
- Residential Density - The ratio of persons to the land actually occupied for dwelling purposes, and not including streets, vacant land, or land used for related non-residential purposes.

BERKELEY POPULATION
1960 and 1970

Non-Students:	<u>1970</u>	<u>1960</u>	<u>Changes</u>
White	56,055	66,425	-10,370
Black	26,531	21,203	5,328
Spanish Heritage	5,891	3,347	2,544
Indian	289	22	267
Japanese	2,610	2,804	- 194
Chinese	3,091	2,049	1,042
Filipino	867	373	494
Other	963	339	624
Sub-Total	96,297	96,562	- 265
Students	20,419	14,706	5,713
Total*	116,716	111,268	5,448

* Corrected by the Census to 114091.
However, no details were furnished.

GROUP QUARTERS

Total	10,296
Mental Hospital	-
Home for Aged	862
Other Inst.	230
In Rooming House	751
College Dorm.	7,145
Other	1,308
Military	-

Source: U.S. Census of Population 1960 -1970
Office of Institutional Research, Campus Statistics, UCB
Berkeley Planning Department

Income Ranges

<u>Number of Persons</u>	<u>Low Income</u>	<u>Moderate Income</u>	<u>Middle Income</u>	<u>Upper Income</u>	<u>High Income</u>
1.	Less than \$4,900	\$4,900- 7,999	\$	\$ 8,000-12,499	\$12,500 +
2.	5,600	5,600- 8,999	9,000-12,999	13,000-20,999	21,000 +
3.	6,300	6,300- 9,999	10,000-14,999	15,000-22,999	23,000 +
4.	7,000	7,000-10,499	10,500-15,999	16,000-24,499	24,500 +
5.	7,700	7,700-11,999	12,000-18,999	9,000-24,999	25,000 +
6. +	9,100	9,100-12,999	13,000-20,999	21,000-24,999	25,000 +

BERKELEY POPULATION - 1970

Distribution of Households and Persons by Income Category

<u>Income Category</u>	<u>Households</u>		<u>Persons</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Low	20,359	44.6	42,445	40.0
Moderate	8,458	18.5	19,452	18.3
SUBTOTAL-	28,817	63.1	61,897	58.3
Middle	5,517	12.1	17,710	16.7
Upper	6,559	14.4	15,065	14.2
High	4,758	10.4	11,438	10.8
TOTAL	45,651	100.0	106,110	100.0

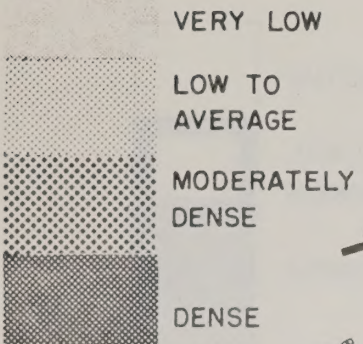
BERKELEY

POPULATION DENSITY - 1970

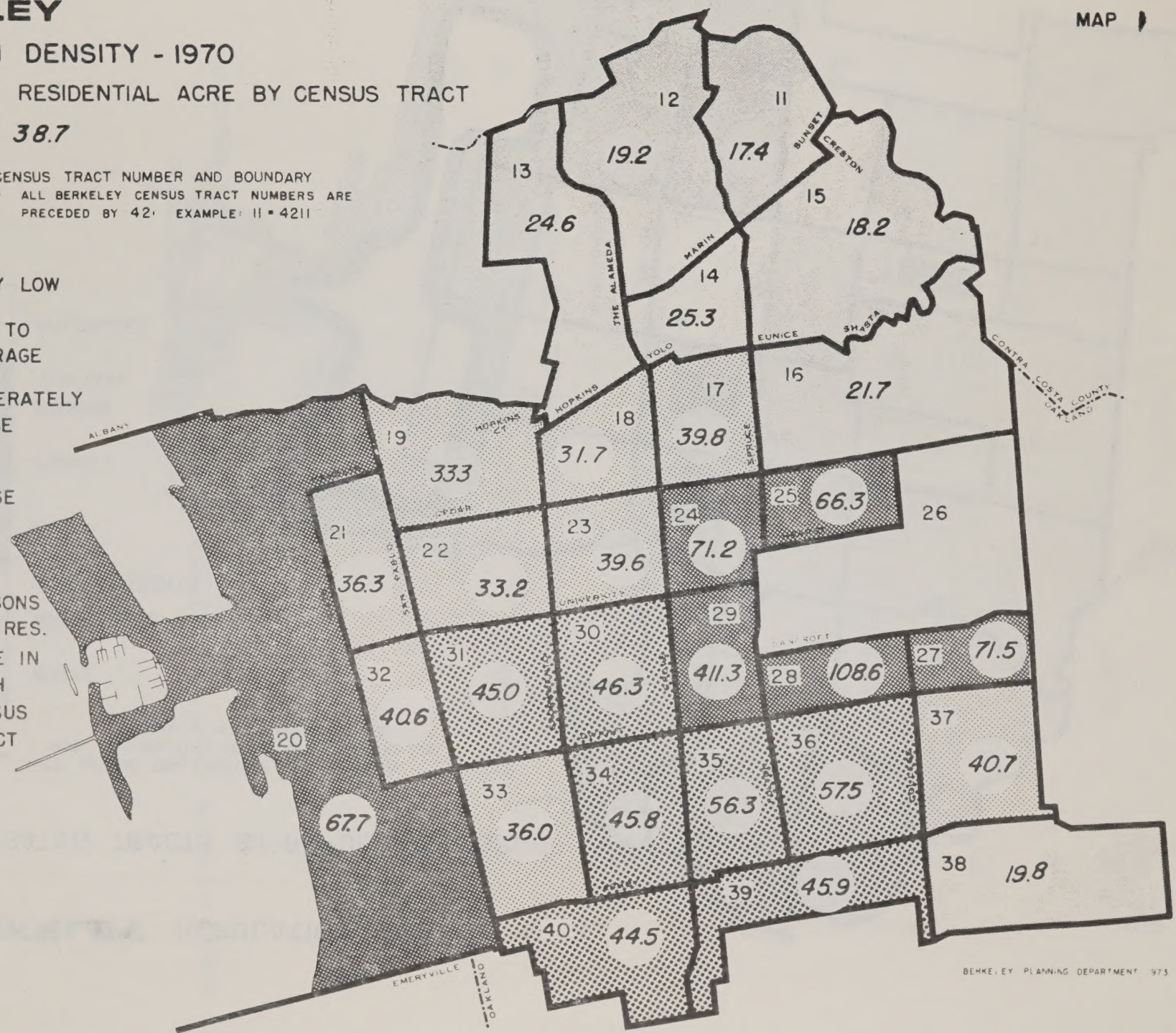
PERSONS PER RESIDENTIAL ACRE BY CENSUS TRACT

CITY AVERAGE - 38.7

11 1970 CENSUS TRACT NUMBER AND BOUNDARY
NOTE: ALL BERKELEY CENSUS TRACT NUMBERS ARE
PRECEDED BY 42. EXAMPLE: 11 = 4211



38.7
PERSONS
PER RES.
ACRE IN
EACH
CENSUS
TRACT



BERKELEY POPULATION - 1970

MAP 22

SEGREGATED TRACTS BY POPULATION GROUP

11 1970 CENSUS TRACT NUMBER AND BOUNDARY
 NOTE: ALL BERKELEY CENSUS TRACT NUMBERS ARE
 PRECEDED BY 42. EXAMPLE: 11 = 4211

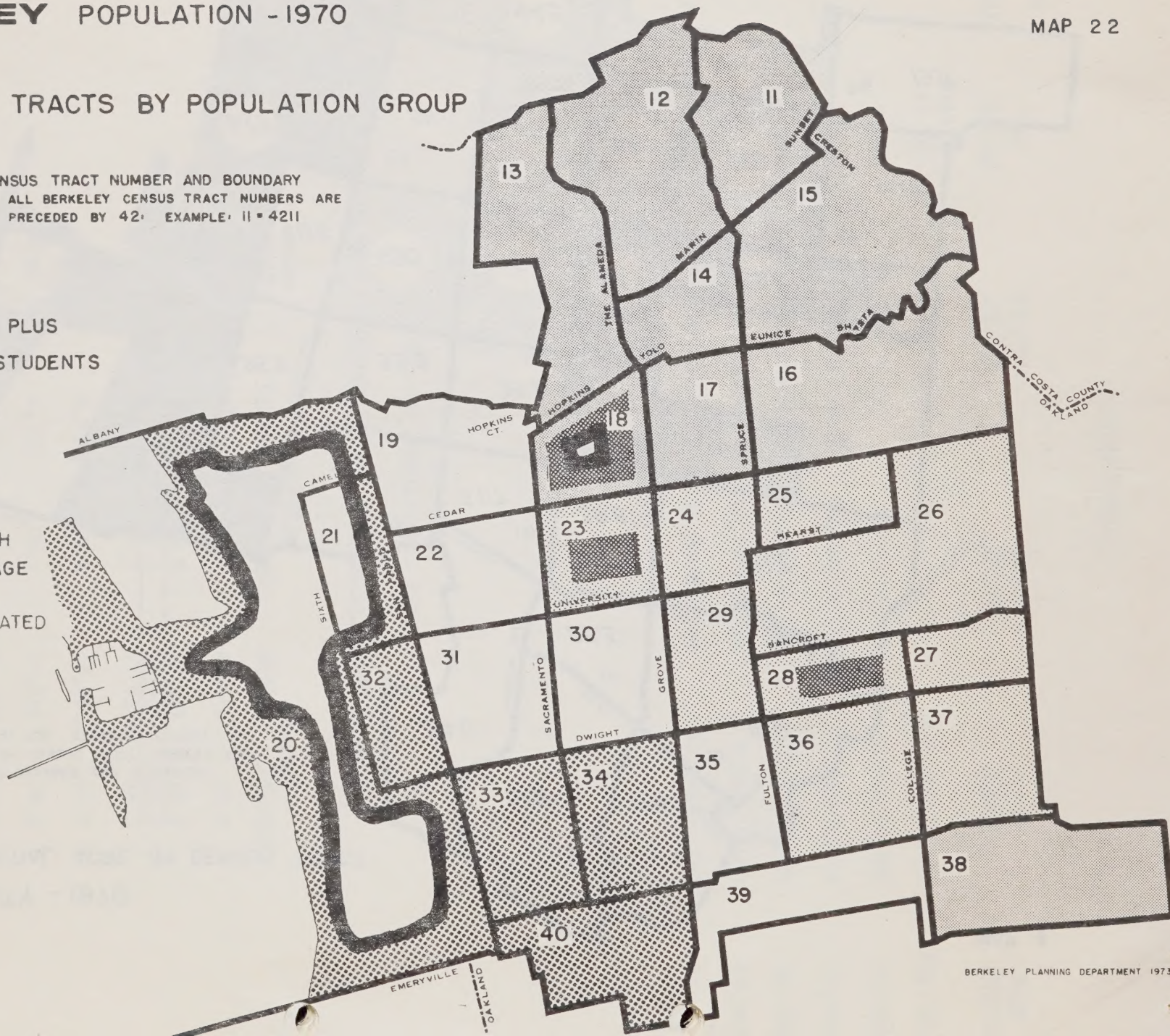
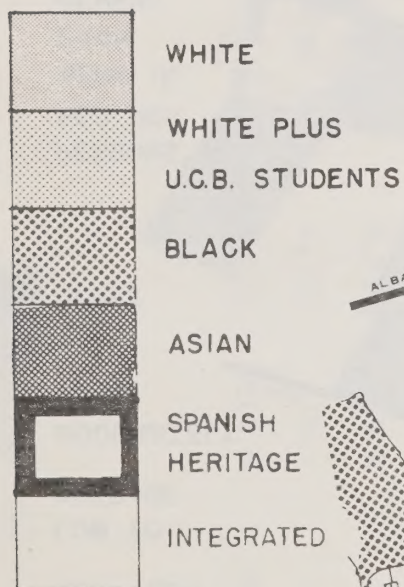


TABLE 18

BERKELEY POPULATION EXCLUSIVE OF UCB Students - 1970

<u>Age</u>	% By Maturity By Race			
	<u>White</u>	<u>Black</u>	<u>Asian</u>	<u>Spanish Heritage</u>
0 - 19	20.2	36.9	27.4	37.9
20 - 49	47.7	40.5	47.8	48.2
50+	32.1	22.6	24.8	13.9
65+	17.7	7.1	13.0	5.9
TOTAL	100.0	100.0	100.0	100.0

0-19	Dependents
20-49	Adults of Child bearing and child rearing ages
50+	Adults beyond child bearing and child rearing ages
65+	Elderly

SOURCE: U.S. Census of Population 1970
 U.C. Berkeley Office of Institutional Research, Campus Statistics 1970-71
 Berkeley Planning Department



Table 24

BERKELEY POPULATION EXCLUSIVE OF UCB STUDENTS

White Population

Change by Maturity Between 1960 and 1970

<u>Age</u>	<u>Number</u>	<u>% Decrease</u>	<u>% Change</u>
0 - 19	-6085	35.2	-35.0
20 - 29	6922	-	73.9
30 - 49	-5392	31.2	-33.9
50+	-5814	33.6	-24.5
65+	-1780	10.3	

Total Decrease 17,291

Total Increase 6,922

Net Decrease 10,369 100.0

SOURCE: U. S. Census of Population 1970 and 1960
Berkeley Planning Department